

Report of the Commission on the
Adult Blind

Commonwealth of Massachusetts

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HOUSE No. 275.

Commonwealth of Massachusetts.

REPORT OF THE COMMISSION ON THE
ADULT BLIND.

To the Honorable the Senate and House of Representatives.

The Commission on the Adult Blind begs leave to submit its report as follows : —

His Excellency Governor Bates, in August, 1903, under chapter 74, Resolves of 1903, appointed a commission of three persons, to “investigate the condition of the adult blind within this Commonwealth.” The commission, in its report rendered on Jan. 15, 1904 (see House Document No. 187, 1904), submitted a bill providing for the establishment of a permanent board of five persons, with authority : (1) “to prepare and maintain a complete register of the adult blind in Massachusetts ;” (2) “to establish a bureau of industrial aid” for the purpose of aiding the blind to find employment, and for developing home industries among them ; and (3) “to establish one or more shop-schools,” designed to provide suitable instruction and work for the blind.

The bill was not enacted, but the whole question was remitted, by chapter 87, Resolves of 1904, to a new commission. In accordance with that resolve, this commission was constituted by His Excellency Governor Bates in September, 1904. The resolve reads as follows : —

CHAPTER 87, RESOLVES of 1904.

Resolved, That the governor, with the advice of the council, is hereby authorized and requested to appoint a commission consisting of three persons, one of whom he shall designate as chairman, which commission shall prepare a complete register of the adult blind in the Commonwealth between the ages of twenty and sixty years, containing a description of their condition, the cause of their blindness, and their capacity for industrial training. Adult blind persons between the ages of twenty and sixty years who desire to receive industrial training in schools for the blind in other States than Massachusetts may, on the recommendation of the commission and with the approval of the governor and council, be sent to such schools, and their expenses while receiving such training may be paid in whole or in part from the treasury of the Commonwealth, with the approval of the governor and council. The commission shall also investigate and report as to the advisability and feasibility of ameliorating the condition of the adult blind by industrial training, the establishment of industrial schools, or by any other means. The commission shall serve without compensation, but it may employ such assistance as may be necessary, and its necessary expenses, including travelling expenses, so far as the same are approved by the governor and council, shall be paid from the treasury of the Commonwealth. The commission shall report the result of its investigations to the general court on or before the fifteenth day of January in the year nineteen hundred and five, with such recommendations as it may deem advisable, and shall include in its report the register of the adult blind to be prepared under the provisions of this resolve, a list of the names and ages of all adult blind persons placed in schools for the blind in other states under the authority of this resolve, a statement of the expense to the Commonwealth incurred thereby, and, so far as is practicable, of the progress made by every such person in any such school. If the commission shall recommend legislation it shall accompany its report with the drafts of such bills as may be necessary to carry its recommendations into effect. The total expenditures authorized by this resolve shall not exceed the sum of five thousand dollars. [*Approved May 23, 1904.*]

The commission found it impracticable to complete the register called for in the interval of less than four months between its organization and Jan. 15, 1905. With the approval of Governor Bates and of his successor, Governor

Douglas, the commission asked that the date of its report should be changed. Its request was granted, and the date for rendering its report postponed by chapter 1, Resolves of 1905 : —

Resolved, That the time within which the commission appointed to prepare a complete register of the adult blind and for other purposes, which was constituted by chapter eighty-seven of the resolves of the year nineteen hundred and four, is required to report to the general court is hereby extended until the fifteenth day of January in the year nineteen hundred and six, and the chief of the bureau of statistics of labor is hereby empowered and instructed to aid the commission in its preparation of a register of the adult blind by furnishing it, upon its request, with the names, addresses and such other facts concerning the adult blind as may be recorded by the enumerators in taking the decennial census in the year nineteen hundred and five. [*Approved January 16, 1905.*]

Inasmuch as the personnel of the present commission is identically the same as that of the commission of 1903, and in view of the fact that our investigations in 1904 and 1905 lead us to renew, for the most part, the recommendations made by us two years ago, we deem it best to treat our several investigations as a whole, and to embody in this report so much of our first report as seems germane to the questions we are now called upon to consider.

We have prosecuted our investigation of the condition of the adult blind within the Commonwealth : (1) through correspondence with the overseers of the poor in the several cities and towns of the Commonwealth ; (2) with the Division of Vital Statistics of the United States Census Bureau, with the New York State Commission to investigate the Condition of the Adult Blind ; and (3) with a considerable number of adult blind and their friends ; (4) by public and private hearings, at which full and frank expressions of opinion from representative blind persons or their friends were secured ; (5) by the study of such publications of the Massachusetts census and of the State Board of Education as bear most directly upon the matter of our investigation ; and (6) by a personal canvass and visitation of the blind in various parts of the State, *e.g.*, Fall River, Worcester,

Springfield, Pittsfield, Lowell, Lynn and Boston, made by our agent, Miss Wright.

Our inquiry into means and methods for improving the condition of the adult blind, aside from the study of the most recent literature relating to American and European institutions for the blind, has been prosecuted chiefly through personal interviews with the managers or directors of the principal schools and industrial homes for the blind east of the Mississippi River. In pursuance of this end one or more of the commission has visited, and in several cases more than once: (1) the Perkins Institution for the Blind, at South Boston; (2) the Maryland School for the Blind, in Baltimore, Md.; (3) the Pennsylvania Institution for the Instruction of the Blind, at Overbrook, Penn.; (4) the Institution for the Blind, New York City; (5) the State School for the Blind, at Batavia, N. Y.; (6) the Ontario Institution for the Education of the Blind, at Brantford, in Canada; (7) the Connecticut Institute and Industrial Home for the Blind, at Hartford, Conn.; (8) the Industrial Home for the Blind (men), in Brooklyn, N. Y.; (9) the Church Home for Blind Women, Brooklyn, N. Y.; (10) the Home for the Destitute Blind (men and women), New York City; (11) Wards for the Blind, Almshouse, Blackwell's Island, New York City; (12) the Columbia Polytechnic Institute for the Blind, Washington, D. C.; (13) the Pennsylvania Working Home for Blind Men, Philadelphia, Penn.; (14) the Pennsylvania Industrial Home for Blind Women, Philadelphia, Penn.; (15) the City Poorhouse, Philadelphia, Penn.; (16) the Michigan Employment Institution for the Blind, Saginaw, Mich.; (17) the Illinois Industrial Home for the Blind, Chicago, Ill.; (18) the Wisconsin Workshop for the Blind, Milwaukee, Wis.; (19) the Experiment Station for the Trade Training of the Blind, Cambridge, Mass.; (20) the Library for the Blind, Library of Congress, Washington, D. C.

In passing, it may be noted that the first six institutions named in the foregoing list are schools, and devoted almost exclusively to the education of blind children and youth, while most of the others are devoted to promoting the indus-

trial welfare of adult blind men and women. We shall set forth the features and policy of the two classes of institutions later on.

In what follows, the results of our investigations and inquiries, as well as our recommendations, will be set forth in rather general terms for the most part, as it is not our purpose to present either a treatise on the condition and treatment of the blind, or an exhaustive statistical survey of the various agencies for improving their condition which are to be found in the United States; since we believe that our study has embraced a sufficient number of typical cases and institutions to disclose the essential features of the situation, and because we deem it inadvisable to cumber our report with extended quotations from documents, letters or testimony, or to set forth in detail all the steps whereby our conclusions have been reached.

The following tabular statement is based upon (1) the published results of the State census of 1895; (2) figures for 1900, courteously furnished us in advance of publication by the United States Census Bureau; and (3) the preliminary unpublished returns of the blind found by the enumerators of the State census of 1905, whose schedules were kindly placed at our disposal by Mr. Pidgin, Chief of the Bureau of Statistics of Labor.

THE NUMBER OF BLIND IN MASSACHUSETTS, BY SPECIFIED AGE-GROUPS.

Absolute Numbers.

By Census of—	0-19 Years.	20-59 Years.	60 Years or Over.	Unknown.	Totals.	20 Years or Over.	80 Years or Over.
1895,	546	1,632	1,799	6	3,983	3,431	400
1900,	1,199	707	1,339	7	3,252	2,053	435
1905,	354	986	1,457	5	2,802 ¹	2,443	403

Relative Numbers, i.e., Per Cents.

1895,	13.71	40.97	45.17	0.15	100.00	86.29	10.04
1900,	36.87	21.74	41.17	0.22	100.00	63.13	13.38
1905,	12.63	35.19	52.00	0.18	100.00	87.19	14.38

¹ There is reason to believe that this number is too small by upwards of 450.

Inspection of the foregoing discloses an apparent decrease in the period 1895-1905 in the total number of the blind, and in each of the principal age-groups. The fluctuations in the absolute and relative numbers from census to census, and within the same classes, are noteworthy, and suggest the probability that the three sets of figures are not strictly comparable. In this connection it should be noted (1) that the State and national census have employed different definitions of blindness hitherto, and (2) that the enumerators' schedules relating to the adult blind appear to have been more carefully scrutinized and revised in 1905 and 1900 than in 1895. The number of blind persons to the million of population in Massachusetts, as determined by the United States census, was 893 in 1880, 738 in 1890 and 1,159 in 1900; and as determined by the State census it was 1,843 in 1885, 1,593 in 1895 and 933 in 1905. On the whole, it may be doubted that any very considerable diminution of the relative number of blind in the State has taken place since 1895.

The percentage of A, the total population, and B, the total number of blind persons in Massachusetts, in 1900, belonging to the principal age-groups, as shown by the twelfth census, was as follows:—

PERCENTAGE DISTRIBUTION BY AGE-GROUPS OF:—

	Birth-19 Years.	20-59 Years.	60 Years or Over.	All Ages.
A. Population, . . .	35.84	55.86	8.30	100.00
B. The blind, . . .	36.87	21.74	41.39	100.00

The number of blind per thousand of population belonging to the specified age-groups was: all ages, 1.15: under twenty years of age, 1.19: twenty to sixty years, .45: over sixty years, 5.78 per thousand.

For convenience, the blind may be divided into two classes, viz.: children and youth, *i.e.*, all under twenty years of age: and the adult blind, or all over twenty years of age. Ample provision for the general education of the first class is made in most States, as in Massachusetts, though they are

not as a rule compelled to attend the schools provided for them. In some States, however, *e.g.*, Connecticut, laws for the compulsory education of blind children exist. The relative number of blind children appears to be diminishing, owing to the increased efficiency of modern medicine in controlling the causes of preventable blindness, and to improvement in the hygiene of children. Of the 3,983 blind persons returned by the Massachusetts census of 1895, only 546, or 13.7 per cent., were under twenty years of age; while the adult blind numbered 3,431, or 86.3 per cent. In 1905, of 2,802, the total number according to the preliminary returns of the census, only 354, or 12.6 per cent., were under twenty years; while the adult blind numbered 2,443, or 87.2 per cent.

By far the greater proportion of the blind are adults; and a careful writer states that "the British census of 1851 first showed the world that over 80 per cent. of the blind are adults." The proportion of adult blind who may be classed as senile, *i.e.*, those who are sixty years of age or over, is strikingly large. Thus, of the 3,431 adult blind in Massachusetts in 1895, 1,799, or 52.4 per cent., were sixty or more years old, and nearly one-fourth were eighty or upwards. Of the 2,053 adult blind persons in Massachusetts in 1900 whose names and addresses were furnished us by the United States Census Bureau, 1,339, or 65.2 per cent., were over sixty years old, nearly a third of whom were above eighty. In 1905, according to the preliminary figures compiled by us from the returns of the census enumerators, of 2,443 adult blind persons, 986, or 40.4 per cent., belong to the age-class 20-59; while 1,457, or 59.6 per cent., were sixty or more years old, and 403 over eighty.

Experience shows that something can be done towards teaching the aged blind to read, and giving them occupation; but the blind who are from twenty to sixty years of age are they whose needs should be chiefly considered in seeking to provide industrial training and opportunity for the adult blind.

Unfortunately, it is impossible to state accurately what proportion of the adult blind have been trained in schools

for the blind, or what proportion of those who have become blind in middle life are proper subjects for industrial training; but there is ground for the belief that the number capable of deriving benefit from such training is large enough to warrant much more active and comprehensive measures on their behalf than have hitherto been taken in most States of the Union. For lack of complete knowledge of the actual condition and needs of the adult blind, most of the measures instituted to improve their condition have been tentative, inadequate or inconclusive. Happily, there is a growing demand for trustworthy information relating to the blind and the results of the efforts put forth in their behalf. The investigations started in 1903 in Pennsylvania and New York are worthy of praise and imitation.

The agencies for improving the condition of the blind may be divided into three kinds, — educational, industrial and eleemosynary. Educational agencies embrace schools, libraries and home-teaching schemes, and are the most common and highly organized. The second class of agencies is represented chiefly by industrial schools and homes; while homes, asylums and public and private systems for the relief of the poor make up the third class. Children and youth constitute the greater number of persons benefited by educational agencies, the second and third classes of agencies being specially organized to promote the interests of the adult blind.

Schools for the blind are maintained through private endowments and State aid, *e.g.*, in South Boston, New York City, Philadelphia, Penn., Baltimore, Md., and Batavia, N. Y. Generally such schools maintain kindergarten, elementary and lower high school grades. Some teach manual training. More teach something of a few conventional trades, such as broom making, chair seating, piano tuning, mattress making, carpet weaving and basket making, in addition to sewing and knitting for girls.

These schools are organized as boarding schools, with terms and vacations. Practically they are for instruction of children and youth, and do but little directly for adults. Their aims are distinctively educational, their dominant

conceptions are academic, their curriculum is mainly literary, and their methods are scholastic.

Some have shops attached, which afford a limited amount of work for a few adults, mostly men.

At Louisville, Ky., there is a printing office, subsidized since 1873 by the interest of a fund of \$250,000 given by the United States government. A committee of school directors decides what books shall be printed, and distributes them pro rata among the schools. It is now possible, thanks to recent legislation by Congress, for the blind to secure books by mail, free of postage, from libraries that maintain collections of books printed from embossed type; *e.g.*, the New York State Library at Albany, the Library of Congress at Washington, the Perkins Institution in Boston, and others that might be named, including a number of leading public libraries.

Books for the blind are printed in Roman line (Boston), American Braille, New York point and Moon type. The point systems are generally used in teaching writing and as a basis for typewriting, also in writing and printing music; but there is *no uniform* type system used in teaching reading in the schools or to adults outside. In general, adults learn to read or write as best they may.

The salient fact regarding literature for the blind, whether in school or out, is the diversity of type, and the variance among principals as to the choice of embossed type for books used in their schools. The same variance exists in Great Britain, and all attempts hitherto to agree on a reasonably uniform system of printing have been unavailing. It is rather remarkable that, despite the preponderantly literary character of the education usually provided for the blind, there is so little agreement among the teachers of the blind as to the method of printing books for them. It is a fact of capital importance that the question of what type is best adapted to the needs of the young and old among the blind has not been subjected to scientific tests by independent investigators. This is both singular and lamentable. Meanwhile, the blind suffer.

As a class, American schools for the blind are organized

and managed on lines closely similar to those followed in the organization and administration of schools of like grade for seeing pupils. The policy of leaving their graduates to sink or swim after graduation is shared alike by the managers of schools for the seeing and of schools for the blind. So true is this, that it is practically impossible at present to secure anything like full and trustworthy information from the managers of either class of schools as to the success of their graduates in making their way in the world.

Hitherto, as a rule, the schools have made but feeble and unsystematic efforts to keep in touch with their graduates and old pupils, or to establish bureaus of information and employment. Consequently, many of the blind lose heart and hope, and fail, through lack of opportunity or unusual business capacity, to maintain themselves or to contribute much towards their own support, even when they have learned a handicraft during their pupilage.

In most cases persons becoming blind as adults have but scant opportunity to learn to read or to learn to work efficiently; though here and there something is done for them through home teaching, as in Massachusetts: and through industrial schools or homes, as in Hartford, Brooklyn, Philadelphia, Washington, Chicago, Milwaukee and San Francisco.

Not all adults are everywhere excluded from the benefits offered by the schools to blind children and youth, but their admission as pupils into such schools is exceptional. Though the custom has become quite general for public day schools to maintain night schools for the instruction of adults, we are unable to instance any school for the blind where similar opportunities are offered to the adult blind. The policy of the schools for the blind being what it is, it seems clear that other agencies must be devised to improve adequately the condition of such of the adult blind as are still capable of being helped to help themselves. For the aid of this class, employment bureaus, industrial schools and workshops seem best adapted. The aged, infirm and incompetent blind call for quite other treatment. Their needs can best be met, as they are already, by distinctively charitable

agencies. We doubt the expediency of establishing at public expense special almshouses or asylums for the segregation of the aged or helpless blind.

Out-door relief seems admissible in many cases. A scheme of pensions for the indigent adult blind has been in operation in New York City for many years, and a similar scheme exists in Cleveland, O. It is noteworthy that they have not been extensively imitated elsewhere in this country. From such evidence as we have been able to gather concerning these pension schemes, we are led to think that they reflect a mistaken and ineffective policy.

Industrial training of a rather stereotyped kind has long been a feature of the curriculum of American schools for the blind; and in certain cases, *e.g.*, at the Perkins Institution and the Maryland School for the Blind, the schools maintain shops in which blind adults from outside find employment. In other schools similar shops have been given up, and manual training has been given a prominent place in the curriculum. The so-called "Saxon system," of aiding blind working men and women, in their homes, to secure raw material at favorable rates and to market their wares, seems not to have been adopted effectively on a large scale in this country. In this connection the following expression of opinion, uttered in 1893 by Dr. F. Park Lewis of Buffalo (president of the trustees of the New York Institution for the Blind at Batavia, and chairman of the New York Commission to investigate the Condition of the Adult Blind in 1903), is in point:—

With the large-hearted generosity that characterizes the American people, we have provided schools for blind children and almshouses for blind paupers, but with singular indirection we have failed to supplement our endeavors to instruct the blind youth by the co-operation necessary to make them self-supporting when we have given them a trade or profession. . . . At this critical period the French are not only more humane and more generous, but, from the colder standpoint of political economists, shrewder and more far-seeing. The Valentine Haug Association takes upon itself the task of finding positions for capable blind young men and women, suited to their qualifications. It is, indeed, a general

registry, in which the public may find among the blind those anxiously desirous to be allowed to do the work for which they have fitted themselves. Through the energetic propaganda of this society, hundreds of bright and intelligent young people are generously aided in their attempts at self-support.

The more general establishment in this country of bureaus of registry and employment for the benefit of the blind, whether graduates of the schools or not, seems to us one of the most pressing needs at the present juncture. Next in importance, perhaps, is the need of industrial or shop-schools, and industrial homes. The comparative ill success of most of the industrial homes and schools for the blind now struggling for existence seems to us partly attributable to the lack of the kind of aid afforded the blind under the Saxon system, and by such societies as the Valentine Haug Association in Paris.

It is noteworthy that the principal, perhaps most, of the industrial homes and schools thus far started in this country have owed their existence to the efforts of blind men. This fact bears emphatic testimony to the desire of the blind to aid one another towards becoming self-supporting. It must be added that agencies of this kind owe more to the blind than to the managers of the schools for the blind, whose attitude towards such ventures has been unsympathetic, to say the least. Still, the disinclination of the directors of schools for the blind, whose training and experience have been along narrowly educational lines, to embark in business experiments which seem to them of a dubious or speculative nature, is not unnatural. If, as seems certain, the governors and managers of industrial schools, homes and shops for the blind cannot count on the co-operation of the trustees and directors of the schools for the blind, it would appear that there is peculiar need for public authorities and private philanthropists to give their best endeavors towards making all hopeful industrial agencies for improving the condition of the blind as effective as possible.

The Pennsylvania Working Home for the Blind in Philadelphia is the largest as well as the oldest institution of its kind in the country. It was incorporated in 1874. It is in

effect a charitable factory, with blind operatives, under seeing foremen. Its founder, Mr. H. L. Hall, a blind man, acted as superintendent and financial agent until shortly before his recent death. As in most institutions of like nature, a number of seeing foremen and assistants are employed. Some 140 blind men, termed "beneficiaries," derive their support from their earnings. Of that number, rather more than one-half live in the home, while the remainder, including many heads of families, live outside in boarding houses or their own homes.

Affiliated with the home is a retreat, into which inmates are transferred when they become too old or too feeble to work. In the period 1901-03, of 138 men connected with the home, 46 were under forty, 78 between forty and sixty, and 14 from sixty to seventy years of age. At the end of the period the home had a waiting list of over 100.

Broom making, chair seating, mattress making and the weaving of rag carpets are the principal occupations, broom making taking the most prominent place. The usual output of brooms in recent years has been about half a million brooms annually. It is the established policy of the concern to pay the workmen more than the market rate, in order to afford them a living wage. Therefore, while there is a large output, there is an annual deficit, usually amounting in recent years to \$20,000 or upwards. The home benefits somewhat from appropriations made by the State of Pennsylvania and the city of Philadelphia at stated intervals.

The Connecticut Institute and Industrial Home for the Blind, at Hartford, Conn., was started about twelve years since. It is maintained by the State under the management of the Board of Education for the Blind, which was created by act of the Legislature in 1893. The Board consists of four members, the Governor of the State and the Chief Justice of the Supreme Court being members *ex officio*. The Board maintains a school in Hartford (altogether separate from the institute) for about 40 young children. Older pupils are sent by the Board, at the State's expense, to the Perkins Institution in Boston. The main purpose of the institute (though a home is maintained in connection

with it) is to afford blind men and women industrial training which shall fit them to earn a living in their homes. A fair degree of success seems to have been achieved by certain graduates of this school. The stay of the pupils in the institute may extend to three years, at an annual expense to the State of \$300 per pupil. Broom making and printing are the principal industries. The employment of blind persons in feeding printing presses, operating stitching machines and folding book sheets has been for some years a notable feature of this school. It appears to be demonstrated by the experience of the Connecticut Institute and of the Columbia Polytechnic Institute for the Blind in Washington, that blind persons, if given a chance, under a seeing foreman, can earn fair wages in some branches of the printer's work. But satisfactory evidence has not been brought to the notice of this commission for thinking that blind broom makers or printers can compete on equal terms with seeing workmen. This is not saying that we think that blind men should not be taught broom making, printing and other branches of industry and aided in securing employment.

On Sept. 30, 1904, the date of the last published biennial report of the Connecticut Board of Education for the Blind, there were 32 pupils in attendance at the institute, of whom 21 were State pupils, 3 were from Massachusetts, their board being paid by their friends, and 8 were employees of the institution. During the two years covered by the report, 12 men and 2 women, graduates of the institute, were supplied with tools and supplies, at a cost of \$2,250, to enable them to start in business. Mr. C. H. Jones, the superintendent, urges that "provision be made for a workshop separate from the room where the learners are to work, where such of our graduates as may desire may find employment at such prices as are paid for similar work in other shops." Mr. Jones reports a small credit balance "in all departments of industry, including the printing department." Gross receipts from workshops (in which 19,812 brooms were made, 1,033 chairs resealed and 114 mattresses made over) were \$4,644, in a budget amounting to \$17,454 for the year 1904.

The Legislature of Michigan in 1902 passed an act authorizing the establishment and maintenance of the Michigan Employment Institute for the Blind, to include (1) an industrial or polytechnic school or factory, (2) a working home, (3) an employment and information bureau, and (4) a circulating library for the benefit of the adult blind. The sum of \$110,000 for buildings, equipment and maintenance for two years was appropriated, ten acres of land having been given as a site by the city of Saginaw. The control and management of the institution is vested in a Board of three unpaid trustees, whose normal term of service will be six years. The act provides that one of the trustees "shall be a blind person." Suitable blind persons between the ages of eighteen and sixty are eligible for admission, though at the discretion of the Board persons over sixty may be admitted, and in certain cases persons from fourteen to eighteen years may be admitted. Instruction, care and maintenance by the State of "any individual learner" may not exceed three years. Preference is to be given to blind persons, so far as practicable, in hiring employees in and about the institution. The institution was opened early in 1905, under the superintendence of Mr. J. P. Hamilton, a gifted blind man. The principal industry for men is broom making, and housework, sewing, etc., for women. The institution has four commodious and substantial buildings, including a shop with a capacity for turning out one hundred dozen brooms in a day. It remains for the future to determine whether this institution shall become an industrial school, a factory or an industrial home.

The Illinois Industrial Home for the Blind in Chicago, erected by the State in 1894, and maintained by it ever since, is distinctively a home, and not a school. Broom making for men and housework for women are the chief occupations provided for the inmates, the per capita cost of whom in 1903 was about \$490. Inmates are charged a nominal sum for board and lodging, and are not required to do more work than is necessary to defray that charge. Apparently they are not allowed to receive more than \$1 per day. The inmates at the end of August, 1905, num-

bered 70 males and 14 females. About a dozen married men living within a mile of the home found work in the broom shop, where wages ranged from \$4 to \$6 per week. In the year ending June 30, 1904, there were 19,642 dozen brooms made, of which 3,727 dozen remained unsold at that date. Expenditures in that year amounted to \$75,266, of which \$29,958 were for salaries and wages. There were 72 seeing persons on the pay roll at one time or another during the year, of whom 28 were employed in the shop. The number of blind men employed in the shop for longer or shorter periods during the year was 70.

It is noteworthy that, while the operation of the workshops of the Pennsylvania Working Home for the Blind and of the Illinois Industrial Home for the Blind, in which the manufacture of brooms is conducted on a large scale, involves a large deficit annually, there are four institutions in which small groups of blind workmen, ranging from 15 to 32 in number, chiefly engaged in broom making, make a much better financial showing. Thus, the Workshop for the Blind in South Boston, the Industrial Home for the Blind in Brooklyn, the Indiana Industrial Home for Blind Men in Indianapolis, and the Connecticut Institute and Industrial Home for the Blind at Hartford, are so conducted that the amount realized from sales and work paid for yields a small surplus, or an insignificant deficit, over the expenses of operation. The profit which has latterly accrued in three of the four shops mentioned, though not strictly a commercial profit, seems to warrant the conclusion that small broom factories, with blind workmen, can build up a paying local trade.

The Wisconsin Workshop for the Blind was opened in Milwaukee in December, 1903, by the State Board of Control, under authority of an act passed by the Legislature of that year. The main motive for the statute was the desire of the State School for the Blind (which had hitherto undertaken to provide industrial training and employment for the adult blind, as well as the customary education for children and youth) to obtain relief from what was considered a mistaken policy. The act directed the State Board of

Control “to procure a building, by lease or otherwise, or suitable apartments in some building in the city of Milwaukee, in which any blind citizen . . . having learned a trade may, if practicable, pursue his vocation on his own account, and receive for his own use the whole of the proceeds of his labor. Such building or apartments shall be heated and lighted at the expense of the State.” It was expected that artisans would provide their own materials and tools. Provision was also made for utilizing the workshop for the purpose of teaching a trade to blind persons needing such instruction. Mr. Oscar Küstermann was appointed superintendent, and given charge of the experiment. After studying the situation as regards broom making, chair seating, etc., Mr. Küstermann selected the manufacture of willow ware as the most promising industry available. The shop was started in December, 1903, with four learners, who knew nothing of willow working. Gradually the number of workmen increased, till in August, 1905, they numbered 25. All the work and instruction in the trade is done under the direction of an experienced and competent foreman and assistant, who are seeing men. Of the 25 workmen, 19 were from Milwaukee; 22 were unmarried and 18 lived at home. None had lodging or board provided by the workshop.

Under a statute passed in 1905, the State Board of Control are now authorized to provide indigent blind artisans from outside Milwaukee with board and lodging, at a cost of not more than \$75 in any individual case, and to provide transportation from any point within the State, so as to enable them to avail of the instruction offered by the workshop until they shall be fitted to earn wages in the shop. The earnings of the men consist of the difference between the cost of material and the selling price of the finished product; the charges for rent, heat, office expenses and superintendence being met out of the State treasury. The net expenses to the State of maintenance and operation for the year ending June 30, 1905, amounted to \$5,494.65; sales of merchandise amounted to \$3,042; and wages allowed to workmen amounted to \$2,263. There were made 4,497 doll buggies, 4,903 baskets, within the year. Of the 25 work-

men, 23 had attended the State school for the blind, and received some industrial training there; 3 had tried broom making; 2 were weaving; and the rest were out of work prior to entering the workshop, 2 being inmates of a poor-house.

The average weekly earnings of all the men for the first six months was \$2.32: for the next six months, \$3.73; and for the third, \$4.20.

The manager of the Wisconsin Workshop for the Blind has scored a signal success in his two years' experiment with a new industry, hitherto almost entirely neglected by schools and industrial homes in the United States.

As a means to securing a larger supply of better willow, decreasing the cost of material so that larger wages may accrue to the workmen, the Board of Control has started a number of willow plantations on the lands of certain State institutions, *e.g.*, the Industrial School for Boys at Waukesha.

All things considered, it seems to us that the manufacture of willow ware is likelier to prove remunerative in workshops for the blind than any of the conventional industries now in vogue. The methods and results of the experiment in Milwaukee will repay careful study, and seem full of promise.

In Massachusetts, hitherto, the adult blind, compared with the young blind, have been neglected, as, beyond the expenditure of \$5,000 annually appropriated by the State for the home teaching of the blind (196 persons enjoyed the benefits of that fund in 1904), the employment of some 15 or 20 men in the workshop attached to the Perkins Institute at South Boston, and certain tentative efforts of the Massachusetts Association for promoting the Interests of the Adult Blind, almost nothing of a comprehensive and systematic nature has been attempted.

It may further be said that the home teachers for the blind have helped over 500 persons in the past few years. The teachers, numbering 4, are themselves blind. They have had to find their pupils for the most part through their own efforts. In 1904 these teachers made 775 calls, gave 1,889 lessons, and travelled 47,707 miles. The instruction given

was in reading, writing, sewing, knitting, music, reseating chairs, and basketry. Their pupils earned \$304. Unquestionably the home teachers have done a good work.

The Massachusetts Association for promoting the Interests of the Adult Blind was organized in 1903. It has sought to awaken an enlightened public interest in the welfare of this relatively large and neglected class, and to spread information regarding the most approved and progressive agencies for improving the education and condition of the blind in other States and countries. It has devoted much thought and effort to discover and test new forms of industry, *i.e.*, occupations not usually open to the blind hitherto; and also to secure places for blind persons among seeing operatives in certain factories. The experiment station of the association was opened in the autumn of 1904. There are now 8 weavers at the station working hand looms, engaged in making portières, window hangings, rugs and other art fabrics. Sales from the weaving department rose from \$96 in its first three months to \$710 in the last quarter of 1905. After six months' training the workers make from \$0.10 to \$0.15 per hour. The station is also experimenting in the manufacture of novel forms of brooms and mops, invented by a blind broom maker now in its employ. The association has secured places for 4 blind persons in factories side by side with seeing operatives. One, a young woman, was discovered in a poorhouse by our agent; the overseers were interested in promoting the transfer of the young woman to the experiment station, whence she proceeded to a factory, in which she earns good wages stringing hairpins.

The tentative and experimental methods of the Wisconsin Workshop for the Blind and of the experiment station of the Massachusetts association signalize a new departure in promoting the interests of the adult blind, and the considerable measure of success thus far achieved by these institutions bids fair to open a most interesting and hopeful field of endeavor.

SUMMARY STATEMENT, SHOWING, BY SEX, THE DISTRIBUTION BY COUNTIES OF THE BLIND IN MASSACHUSETTS AS OF MAY, 1905.

COUNTY.	Males.	Females.	Totals.
Barnstable,	21	19	40
Berkshire,	64	48	112
Bristol,	114	116	230
Dukes,	6	4	10
Essex,	188	151	339
Franklin,	33	28	61
Hampden,	71	50	121
Hampshire,	37	30	67
Middlesex,	280	249	529
Nantucket,	4	7	11
Norfolk,	54	70	124
Plymouth,	84	73	157
Suffolk,	355	344	699
Worcester,	153	149	302
Totals,	1,464	1,338	2,802

The foregoing statement includes blind of all ages. Of the 699 blind found in Suffolk County, besides 257 at the Perkins Institution (males, 127; females, 130), there were 403 in Boston (males, 204; females, 199); while outside of Boston there were 39 (males, 24; females, 15).

We have compiled the foregoing figures from the enumerators' schedules placed at our disposal by the Massachusetts Bureau of Statistics of Labor. The footings cannot be taken as final, inasmuch as further investigation by the Bureau may lead to the incorporation of some of the 465 records which we have excluded as doubtful or incorrect. Furthermore, comparison of the 1,035 names included in our card catalogue, compiled from (1) the 576 records prepared by our agent in 1905; (2) the records of 257 individuals, mostly adults, found in and about Boston in 1904-05 by the Massachusetts Association for promoting the Interests of the Adult Blind; and (3) from 202 records of the register kept by the home teachers for the blind, — shows that our incomplete register contains the names of upwards of 500 persons

whose names are not found in the census enumerators' schedules placed at our disposal. Allowing for the doubtful nature of a portion of the data, we may estimate the total number of blind in the State at say 450 in excess of the preliminary total derived from the census schedules, *i.e.*, 450 in excess of 2,802, or 3,252 in all. This approximate total of 3,252 happens to coincide exactly with the total number of blind for 1900 furnished us by the United States Census Bureau in 1903. Such facts emphasize the difficulty of enumerating all the blind in the State, and lead to the conclusion that, while a complete register of the blind is much to be desired, it cannot be secured without a more searching and prolonged inquiry than any which has been undertaken hitherto.

During the last thirteen months Miss Lucy Wright has served the commission as general assistant and field agent. The actual investigation into the condition of the blind in a number of selected localities, and the preparation of the register which constitutes a part of this report, has devolved on Miss Wright, who has shown marked zeal, sagacity and efficiency in the prosecution of her work. In attempting to determine the number of the adult blind in a given place, our agent, using the lists of names and addresses derived from the census returns of 1900 as a starting point for her visits to the blind in institutions and their own homes, has utilized information cheerfully given her by overseers of the poor, physicians, charity workers, and others interested in the welfare of the blind. In New Bedford the Woman's Club, and in Worcester a committee of the Twentieth Century Club, have rendered effective assistance towards securing complete lists of the blind in their respective cities, and have undertaken to look after their interests in the future. In Pittsfield, also, an association devoted to promoting the welfare of the blind has been organized and begun work.

Another result incidental to our investigation has been the chance discovery of 18 children whose education was being entirely neglected, because it was nobody's business to secure their admission to the Perkins Institution for the Blind.

It may be remarked, in passing, that one of the most significant results of the field work initiated in 1903 by the Pennsylvania Institution for the Instruction of the Blind, at Overbrook, has been the discovery of a surprising number of blind children whose friends were too ignorant or too negligent to avail themselves of the schools provided for the blind.

We have compiled: (1) A card catalogue of 2,802 blind persons, embracing the following age-groups: under twenty years, 354; twenty to fifty-nine years, 986; sixty years or over, 1,457, and 5 unknown. These cards are transcripts of a like number of schedules as of May, 1905, returned by the census enumerators: (2) Consolidated Catalogue No. 1, covering 1,035 records, made up (*a*) of 576 records made by our agent; (*b*) the records of 257 cases in Boston and its immediate neighborhood, investigated by the Massachusetts Association for promoting the Interests of the Adult Blind; and (*c*) the records of 202 cases copied at our expense from the register kept by the Massachusetts home teachers of the blind. Of the 1,035 records, only 77 relate to persons under twenty years of age; the remainder, viz., 958, embraces 485 cards relating to adults between the ages of twenty and fifty-nine, and 473 who were sixty or more years old; (3) Consolidated Catalogue No. 2; this embraces all the cards belonging to the Catalogue No. 1, excepting the 202 cards derived from the home teachers' register, which we have excluded because they are less comprehensive and well adapted to our scheme of tabulation than the 833 cards relating to cases more minutely investigated by our agent and the agent of the Massachusetts association. Of the 833 records, only 55 relate to persons under twenty; the remaining 778 embrace two classes of adults, viz., 416 between the ages of twenty and sixty, and 362 aged sixty or over. Of the 576 cards which make up our own special register, viz., Catalogue No. 2, about 500 represent personal visits made to blind persons by Miss Wright, the residue having been contributed by officials and other interested persons.

The total number of cases of the blind of which we have records — derived (1) from the preliminary census returns

(2,802) and (2) from Consolidated Catalogue No. 1 (1,035) — is 3,837. Of that number (after excluding 431 in the age-group 0–19, and 5 of unknown age), 3,401 relate to adults, *i.e.*, persons twenty or more years old. Deducting the 1,930 cards relating to persons in the age-group sixty years or more of age, leaves 1,471 records of the adult blind from twenty to sixty years of age.

As the register of the home teachers covers a number of years prior to 1904, and includes a number of persons who have died, it seems best to eliminate, for the time being, their 202 records. Deducting that number from 3,837 leaves 3,635 as the aggregate number of blind whose records are included in the preliminary census returns and our Consolidated Catalogue No. 2 taken together. Of that number 409 were under twenty and 5 were of unknown age, and 3,221 were adults. Of the 3,221 adults, 1,819 were sixty years or over, and 1,402 between twenty and fifty-nine years of age. The cards containing the records of 1,402 persons belonging in 1904 and 1905 to the age-group twenty to fifty-nine years constitute the register particularly called for by chapter 87 of the Resolves of 1904. At this writing it is not practicable to state precisely the number of names taken twice in our Consolidated Catalogue No. 2 and the preliminary census returns of 1905. Since the revised census returns of the blind will later be fully and minutely tabulated by the Bureau of Labor Statistics, we have not attempted to tabulate any but a few outstanding facts, *e.g.*, numbers, sex, age at which blindness occurred, and distribution by counties disclosed by the enumerators' schedules.

In the following statement we present a summary analysis of the principal rubrics designed to set forth the condition of the 416 records of blind persons belonging to the age-group twenty to fifty-nine years, which are contained in our Consolidated Catalogue No. 2.

SUMMARY STATEMENT, SHOWING CONDITION OF 416 ADULT BLIND,
OF AGE-GROUP TWENTY TO FIFTY-NINE YEARS. — FROM CONSOLI-
DATED CATALOGUE NO. 2.

	Males.	Females.	Totals.	Per Cent.
Health :—				
Good,	169	97	266	64
Fair,	38	60	98	24
Infirm,	28	24	52	12
Age at occurrence of blindness :—				
At birth,	6	4	10	2
0-4 years,	43	49	92	22
5-19 years,	46	45	91	22
0-19 years,	95	98	193	46
20-39 years,	87	38	125	30
40-59 years,	53	45	98	24
20-59 years,	140	83	223	54
Special education since blindness :—				
Wholly at Perkins Institution,	41	45	86	21
Partly at Perkins Institution,	20	20	40	10
Other schools for blind,	6	4	10	2
Home teachers,	34	21	55	13
Self-taught,	13	6	19	5
None,	121	85	206	49
Education before blindness :—				
Common school,	154	105	259	62
High school,	5	2	7	2
Special,	—	2	2	1
None,	76	72	148	35
Occupation since blindness :—				
Employer,	9	—	9	2
Mechanical,	29	5	34	8
Commercial,	32	1	33	8
Musical,	23	3	26	6
Professional and special,	6	3	9	2
Domestic,	2	61	63	15
Unskilled,	7	—	7	2
None,	127	108	235	57

SUMMARY STATEMENT, ETC. — *Concluded.*

	Males.	Females.	Totals.	Per Cent.
Supported: —				
Wholly by own exertions, . . .	53	6	59	14
Partly by own exertions, . . .	64	53	117	28
Making no exertions, . . .	118	122	240	58
Totals,	235	181	416	100

It is the opinion of this commission that the register, *i.e.*, the card catalogue of the blind between the ages of twenty and fifty-nine, which forms a part of this report, should not be printed, but should, with the rest of the cards we have caused to be filled out relating to the blind (*a*) under twenty and (*b*) over sixty, be placed in charge of the Board proposed in section 1 of the bill appended to this report.

STATEMENT BASED ON THE SUMMARY RECORDS OF 778 ADULT BLIND,
BY AGE-GROUPS.

IN RESPECT TO—	20-59 YEARS.		60 YEARS OR OVER.		TOTAL, 20 YEARS OR OVER.		
	Males.	Females.	Males.	Females.	Males.	Females.	Totals.
Conjugal condition:—							
Single,	116	105	8	34	124	139	263
Married,	101	51	99	38	200	89	289
Widowed,	18	25	50	133	68	158	226
Health:—							
Good,	169	97	58	45	227	142	369
Fair,	38	60	53	89	91	149	240
Infirm,	28	24	46	71	74	95	169
Cause of blindness:—							
Congenital,	6	4	—	—	6	4	10
Disease,	180	171	134	199	314	370	684
Accident,	49	6	23	6	72	12	84
Education:—							
A.— Before blindness:—							
Common school, . . .	154	105	134	175	288	280	568
Hlgh school,	5	2	6	11	11	13	24
Special,	—	2	2	7	2	9	11
None,	76	72	15	12	91	84	175

STATEMENT BASED ON THE SUMMARY RECORDS OF 778 ADULT BLIND,
BY AGE-GROUPS — *Continued.*

IN RESPECT TO —	20-59 YEARS.		60 YEARS OR OVER.		TOTAL, 20 YEARS OR OVER.		
	Males.	Females.	Males.	Females.	Males.	Females.	Totals.
Education — <i>Con.</i>							
<i>B.</i> — Since blindness:—							
Common school, . . .	-	-	-	-	-	-	-
High school, . . .	-	-	-	-	-	-	-
Special, . . .	111	94	20	21	131	115	246
None, . . .	124	87	137	184	261	271	532
Occupation:—							
Employer:—							
Before, . . .	2	-	2	-	4	-	4
Since, . . .	7	-	3	-	10	-	10
Mechanical:—							
Before, . . .	72	9	67	6	139	15	154
Since, . . .	31	3	5	-	36	3	39
Commercial:—							
Before, . . .	27	1	22	2	49	3	52
Since, . . .	29	-	12	-	41	-	41
Musical:—							
Before, . . .	1	-	-	-	1	-	1
Since, . . .	23	5	2	-	25	5	30
Teaching:—							
Before, . . .	-	1	1	6	1	7	8
Since, . . .	-	2	-	-	-	2	2
Special:—							
Before, . . .	9	60	12	155	21	215	236
Since, . . .	10	46	1	18	11	64	75
Unskilled:—							
Before, . . .	40	13	43	25	83	38	121
Since, . . .	8	18	1	3	9	21	30
None:—							
Before, . . .	84	97	10	11	94	108	202
Since, . . .	127	107	133	184	260	291	551
Support:—							
<i>A.</i> — Complete:—							
By own means, . . .	12	19	48	48	60	67	127
By own exertions, . . .	58	7	12	1	70	8	78
By family, . . .	56	51	47	47	103	98	201

STATEMENT BASED ON THE SUMMARY RECORDS OF 778 ADULT BLIND,
BY AGE-GROUPS — *Concluded.*

IN RESPECT TO—	20-59 YEARS.		60 YEARS OR OVER.		TOTAL, 20 YEARS OR OVER.		
	Males.	Females.	Males.	Females.	Males.	Females.	Totals.
Support — <i>Con.</i>							
<i>A. — Complete — Con.</i>							
By private aid, . . .	4	4	9	17	13	21	34
By public aid, . . .	19	19	18	44	37	63	100
By mixed aid, . . .	—	4	1	6	1	10	11
							551
<i>B. — Partial :—</i>							
By own exertions, . .	53	55	5	16	58	71	129
By family, . . .	10	6	10	6	20	12	32
By private aid, . . .	5	9	1	9	6	18	24
By public aid, . . .	17	4	6	10	23	14	37
By mixed aid, . . .	1	3	—	1	1	4	5
							227
<i>Abode :—</i>							
At home, . . .	189	132	127	126	316	258	574
In private family, . .	24	26	5	23	29	49	78
Alms-house, . . .	14	10	13	27	27	37	64
Public institution, . .	8	10	7	16	15	26	41
Private institution, . .	—	3	5	13	5	16	21

Inspection of the foregoing discloses that, of 778 blind persons aged twenty or over, only 169 were in infirm health, although in 684 cases blindness was caused by disease; 175 were without education before, and 532 since blindness occurred; the increase from 202 without occupation before blindness to 551 after it, is noteworthy; while 127 were independent by reason of having private means, only 78 supported themselves through their own exertions; 145 were wholly supported by other aid than that given by their own families, and 66 others received aid from outside; only 64 were found in almshouses, while 574 were living at home and 78 others lived in a private family. Aside from those having sufficient private means, only 207 were so situated as to contribute towards their own support. The greatest need of the group appears to be not so much homes or health or friends as occupation.

TABLE SHOWING THE AGE AT WHICH BLINDNESS OCCURRED IN A, B AND C GROUPS OF ADULT BLIND, BY AGE-GROUPS.

I. Absolute Numbers. — Present Age.

AGE WHEN BLINDNESS OC- CURRED.	20-50 YEARS.			60 YEARS OR OVER.			TOTAL, 20 YEARS OR OVER.		
	A.	B.	C.	A.	B.	C.	A.	B.	C.
0-19 years, . . .	410	199	193	71	22	16	481	221	209
20-39 years, . . .	283	157	125	106	31	21	389	188	146
40-59 years, . . .	260	129	98	343	152	118	603	281	216
20-59 years, . . .	543	286	223	449	183	139	992	469	362
60 or over, . . .	-	-	-	906	268	207	906	268	207
20 or over, . . .	543	286	223	1,355	451	346	1,898	737	569
0-19 years, . . .	410	199	193	71	22	16	481	221	209
Unknown, . . .	33	-	-	31	-	-	64	-	-
Totals, . . .	986	485	416	1,457	473	362	2,443	958	778

II. Per Cents. — Present Age.

0-19 years, . . .	41.58	41.03	46.40	4.87	4.65	4.42	19.69	23.07	26.86
20-39 years, . . .	28.70	32.37	30.05	7.28	6.55	5.80	15.92	19.62	18.77
40-59 years, . . .	26.37	26.60	23.55	23.54	32.13	32.60	24.68	29.33	27.76
20-59 years, . . .	55.07	58.97	53.60	30.82	38.68	38.40	40.60	48.95	46.53
60 or over, . . .	-	-	-	62.18	56.67	57.18	37.09	27.98	26.61
20 or over, . . .	55.07	58.97	53.60	93.00	95.35	95.58	77.69	76.93	73.14
0-19 years, . . .	41.58	41.03	46.40	4.87	4.65	4.42	19.69	23.07	26.86
Unknown, . . .	3.35	-	-	2.13	-	-	2.62	-	-
Totals, . . .	100.00	100.00	100.00	100.00	100.00	100.00	100.00	100.00	100.00

The figures in the foregoing table, under A, are compiled from the preliminary returns of the State census of 1905; under B, from our Consolidated Card Catalogue No. 1; and C, from our Card Catalogue No. 2. The facts brought out by the table are important and interesting, because they throw new light upon the question of the number of blind who become blind in adult life. Confining our attention to the 778 records analyzed under C, since they are somewhat preferable to the others as respects the care expended in making them, it is noteworthy that only 26.86 per cent. of

the number became blind before reaching the age of twenty years, against 73.14 per cent. who became blind at twenty years or upwards, and 26.61 per cent. who were over sixty when blindness came upon them. That the proportion of adult blind ranging in age from twenty to fifty-nine years, who became blind under twenty, should be 46.40, against 4.42 per cent. in the age-group sixty or over, is highly significant, as the implication seems to be that the youthful blind are relatively short-lived.

As empowered by chapter 87, Resolves of 1904, we have, with the approval of the Governor and Council, expended \$217 towards paying the board of William A. Cook of Boston, twenty-seven years of age, at the Connecticut Institute and Industrial Home for the Blind at Hartford. This young man had been sent to the Hartford institute through the efforts of private persons in this city, prior to the appointment of this commission. Through the grant of \$217 specified above he was enabled to finish the course, and was graduated last June, at which time the superintendent reported favorably upon his ability and skill as a broom maker. At present he is employed at his trade in Lynn, Mass.

The problem of devising wise and effective measures for providing the adult blind with adequate industrial training, to the end that they may engage in healthful and remunerative forms of industry, is an intricate and difficult one. But it is bound up with the problem of industrial education in general, which has hitherto received but scant and grudging attention from those who shape and control public education in this State. If the industrial education of seeing youth and young men and women in Massachusetts were upon a satisfactory basis, and sufficiently provided for, it would hardly be necessary to provide special schools and workshops for the blind, such as we desire to see established under the control and management of a special board.

We recommend : —

1. The establishment of a permanent Board for improving the condition of the blind. We believe that women and blind persons should be eligible for membership on such a Board.

2. That the register and catalogues which we have prepared shall be placed in charge of said Board, and that they shall be charged to maintain and perfect the same, to the end that the Board may be enabled to serve as a bureau of investigation, information and advice.

3. That the Board shall serve as a bureau of industrial aid, to find new forms of employment for the blind, to aid them in finding work, and to develop home industries among the blind.

4. That the Board shall be empowered to establish and manage a system of industrial schools and workshops for the purpose of affording suitable blind persons instruction and work in the lines of industry best adapted to their needs.

In accordance with these recommendations, we submit the appended bill.

All of which is respectfully submitted,

EDWARD M. HARTWELL, *Chairman.*
ALPHEUS H. HARDY.
AGNES IRWIN.

JAN. 15, 1906.

Commonwealth of Massachusetts.

In the Year One Thousand Nine Hundred and Six.

AN ACT

To establish a Commission for Improving the Condition of the Blind in Massachusetts.

Be it enacted by the Senate and House of Representatives in General Court assembled, and by the authority of the same, as follows:

SECTION 1. There shall be a state board, to be known as the Massachusetts commission for the blind, consisting of five persons, to be appointed by the governor, with the advice and consent of the council, within sixty days after the passage of this act, one member of which shall be appointed for a term of five years, one for a term of four years, one for a term of three years, one for a term of two years, and one for a term of one year. At the expiration of the term of any member of the commission, a member for the term of five years shall be appointed. Any member of the commission may be removed by the governor, with the advice and consent of the council, for such cause as he shall deem sufficient and shall assign in the order of removal.

SECTION 2. The commission shall be authorized to prepare and maintain a register of the blind in Massachusetts which shall describe their condition, cause of blindness, and capacity for educational and industrial training.

SECTION 3. The commission shall act as a bureau of information and industrial aid, the object of which shall be to aid the blind in finding employment and to develop home industries; in furtherance thereof it may furnish materials and tools to any blind individual, and assist those blind individuals engaged in home industries in marketing their products.

SECTION 4. The commission may, with the consent of the governor, establish one or more schools for industrial training, and workshops for the employment of suitable blind persons, and shall be empowered to equip and maintain the same, to pay to employees suitable wages, and to devise means for the sale and distribution of the products thereof.

SECTION 5. The commission shall be empowered to receive into the schools established by it pupils from other states, upon the payment of such fees as the board shall determine, and may at its discretion contribute to the support of pupils from Massachusetts receiving instructions in institutions outside the state.

SECTION 6. The commission, in furtherance of the purposes of this act, may provide or pay for temporary lodgings and support for workmen or pupils received at any industrial school or workshop established by it, may ameliorate the condition of the blind by devising means to facilitate the circulation of books, by promoting visits among the aged or helpless blind in their homes, and by such other methods as to it seem expedient.

SECTION 7. The commission, with the consent of the governor, may appoint such officers and agents as may be necessary, and fix their compensation within the limits of the annual appropriation; but no person employed by the board shall be a member thereof. It shall make its own by-laws, and shall annually, on or before the thirty-first day of December, make a report to the governor and council of its doings up to and including the thirtieth day of September preceding, embodying therein a properly classified and tabulated statement of its receipts and expenses, and a corresponding classified and tabulated statement of its estimates for the year ensuing, with its opinion as to the necessity or expediency of appropriations in accordance with said estimates. The report shall also present a concise review of the work of the commission for the preceding year, with such suggestions and recommendations as to improving the condition of the blind as to it may seem expedient. The members of the board shall receive no compensation for their services, but their travelling and other necessary expenses shall be allowed and paid.

SECTION 8. There shall be allowed and paid from the treasury of the Commonwealth for the year ending December thirty-first, nineteen hundred and six, a sum not exceeding fifty thousand dollars, to be expended by the board established by this act, with the approval of the governor and council.

SECTION 9. This act shall take effect upon its passage.

M

C. 3

COMMONWEALTH OF MASSACHUSETTS.

[illegible]

